

PL-AN/ 332

Final Draft Report

EVALUATION

OF THE

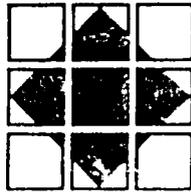
OVERSEAS TRAINING OFFICE AND GPT-II

Contract # ANE-0328-C-00-8018-00

Prepared for USAID/Indonesia by:

Tom Moser, The Pragma Corporation  
Laurel Elmer, The Pragma Corporation  
Tom Ward, AID/W

March 10, 1988



# THE PRAGMA CORPORATION

116 EAST BROAD STREET  
FALLS CHURCH, VA 22046

Tel. 703-237-9303 • Telex 203507 PRAGMA FSCH UR  
FAX 703-237-9326

President  
**Jacques Defay**

Established 1977

## Clients

AID  
World Bank  
IDB  
IFAD  
OAS  
Peace Corps

## Fields

Agriculture/Rural Development  
Health, Water and Sanitation  
Financial Management  
Private Sector Development  
Conference Management  
Participant Training (M-C)  
Industrial Development and Finance  
Microcomputer Application, Hardware and Software

## Overseas Offices

Belize/Belize City  
Tel: 45938  
Telex: 120 VILLA BZ  
Burkina Faso/Ouagadougou  
Tel: 335339  
Telex: RAN HOTEL 5273 BF  
Indonesia/Jakarta  
Tel: 793480  
Telex: 47319 FINAS IA  
FAX: 7996218  
Panama/Panama City  
Tel: 649369  
Tel: 637842  
Telex: 2116 TRTELCOR PA  
Zaire/Kinshasa  
Tel: 32048/27159  
Telex: 21536 LASCO ZR  
Philippines/Manila  
Southeast Asia Regional Office  
Tel: 50-08-35/58-23-57  
Telex 40084 [WPFPM]

## Countries

### Africa

Benin  
Botswana  
Burkina Faso  
Central African  
Republic  
Ivory Coast  
Mali  
Niger  
Rwanda  
Sierra Leone  
Uganda  
Zaire  
Zimbabwe  
Malawi  
Lesotho

### Latin America

Argentine  
Belize  
Bolivia  
Costa Rica  
Ecuador  
Guyana  
Honduras  
Mexico  
Nicaragua  
Panama  
Paraguay  
Peru

### Caribbean

Antigua  
Barbados  
Dominica  
Dominican Republic  
Haiti  
Jamaica  
St. Kitts/Nevis

### Asia

Burma  
India  
Indonesia  
Nepal  
Pakistan  
Philippines  
Singapore

### North Africa/ Middle East

Egypt  
Jordan  
Lebanon  
Morocco  
Tunisia  
Yemen

Final Draft Report

EVALUATION  
OF THE  
OVERSEAS TRAINING OFFICE AND GPT-II

Contract # ANE-0328-C-00-8018-00

Prepared for USAID/Indonesia  
By:

The Pragma Corporation  
116 East Broad Street  
Falls Church, Virginia 22046  
(703) 237-9303 TELEX 203507 PRAGMA FSCH UR  
FAX (703) 237-9326

Mr. Tom Moser, Senior Associate, Pragma Corporation  
Ms. Laurel Elmer, Consultant, Pragma Corporation

and

Mr. Tom Ward, Career Development Officer, AID/W

March 10, 1988

## DRAFT

### GPT-II EVALUATION EXECUTIVE SUMMARY March 10, 1988

#### BACKGROUND

This evaluation was carried out under contract with Pragma Corporation in cooperation with an AID/W training specialist during January-February 1988. The purpose of this review was to assess the extent to which the Overseas Training Office (OTO) has met its objectives under USAID's GPT-II project in administering overseas training activities.

OTO was effectively established in 1984 to assist the National Steering Committee on Overseas Training (NSCOT) in its policy making functions through research and development activities, as well as implementation of overseas training programs. Through an innovative organizational approach involving binational working groups consisting of local and foreign experts, OTO has made notable progress in developing systems and procedures for planning and implementing overseas training. USAID provided the impetus for OTO through its General Participant Training Project (GPT-II) which had the two-fold purpose of providing overseas training in critical areas of manpower needs not otherwise being met, and assisting the GOI in establishing a new institution capable of planning, administering and monitoring overseas training. MUCIA and HIID entered into a host country contract with the Ministry for Administrative Reform (MENPAN) in 1984 to assist OTO accomplish its objectives.

#### OTO PERFORMANCE

Over 600 academic and technical participants have been programmed for training in a variety of fields, exceeding overall project targets. However, the 30 percent "set-aside" for the not-for-profit private sector as well as training targets for women and historically black U.S. colleges and universities have not been met.

In its three-year existence, significant progress has been made to institutionalize OTO, especially with the services it has developed through the unique Working Group structure. OTO is now organized to cover all major components of the training cycle from planning to follow-up. Major achievements include:

- Departmental Training Plans which serve as the point of departure in the planning and selection process.

- Academic Aptitude Testing in the Indonesian Language, commonly known as the TPA, which has gained wide recognition in Indonesian higher education circles.
- English Language Training Program, in which guidelines for more efficient and effective English language training have been developed and implemented (e.g., BELT, EAP-1, EAP-2, EAP-2+).
- Cross-Cultural Orientation, popularly known as COPE, which provides a unique pre-departure orientation program.

OTO has focused almost exclusively on GPT-II, although it is administering a World Bank project (PRD-II), a scholarship program for the Dutch, and soon intends to house a Canadian training project. Participants in other USAID projects have not been handled by OTO, largely because OTO has not been ready to expand its workload. Further, training in most projects is already being managed by other contractors. While OTO has not attracted the level of other donor support anticipated at the outset, as a fledgling institution, it did not seek out other donor projects until its own institutional capabilities had been developed.

#### INSTITUTIONALIZATION

In one sense, OTO is becoming institutionalized through its services e.g., Training Plans, TPA, ELT and COPE, which are gaining wider acceptance by agencies involved in overseas training. It also has proved its capability by exceeding its participant targets. However, the institutionalization of OTO could be strengthened by formalizing its status as a permanent GOI entity. At present, OTO has no formal organizational characteristics: its personnel are borrowed from BAPPENAS and other agencies, its mandate derives from MENPAN through NSCOT, and its operating funds come from USAID and the World Bank. Yet, OTO is a viable, functioning organization which is gradually growing in stature, size and range of responsibilities. Indications are that it will be "formalized" sometime after the March Cabinet realignment.

It has been difficult to ascertain the precise role and functions of NSCOT beyond approving training plans and individual participants. It appears to be a loosely-structured group of senior officials who meet informally and communicate with OTO through its Director who is also a member of NSCOT.

#### FUTURE OPTIONS: NSCOT/OTO

The evaluation team considered several options regarding the future location of OTO:

- It could be integrated into an existing ministry. The most obvious are BAPPENAS and MENPAN, both of which provide related services and offer stature and access to GOI channels. However, this option runs the risk of OTO being perceived as an additional layer of government control.
- OTO might contract with local private companies for all of its implementation functions, including the placement, monitoring, and support of participants in training. This option would combine GOI support with the advantages of a Yayasan but would not contribute to strengthening OTO's training capabilities.
- It could become a Lembaga responsible to the Government through MENPAN or BAPPENAS, similar to LAN and LIPI. This would provide more flexibility but would distance OTO from its power base.
- It could be established as a Yayasan. This option offers OTO the advantage of being able to pay high enough salaries to attract quality personnel, which is less likely with the other options. However, it would be difficult for a yayasan to have sufficient access to and influence with the public service.

NSCOT/OTO must also decide how to handle participants in the United States after the phase-out of the MUCIA/HIID contract in June 1989, which cannot be further extended. It will either need to negotiate a new institutional contract or open up its own placement office. OTO favors an arrangement in which it could assign its own staff members to work with a U.S. contractor in order to develop the expertise necessary for eventually assuming direct responsibility.

In addition to where OTO should be located, the question of adequate budget and staff to carry out its responsibilities must be addressed. At present, it is in need of a Deputy Director and at least four additional full-time, mid-level professional staff, one for each of its four operating divisions.

#### FUTURE OPTIONS: USAID

##### Short-Term (1988-1990):

- Discontinue assistance. While USAID has no continuing obligation to fund new participants, ending its support to OTO would be devastating at this point in OTO's development, given that no other external support appears imminent.

- Continue assistance to OTO with additional GPT-II funds. This will require AID/W approval to exceed the \$30 million LOP funding level. New funds would allow OTO to continue to grow and gain stature within the GOI and with foreign donors. Keeping the "pipeline" open would provide overseas training opportunities to a portion of the eligible candidates who continue to be generated by the current TPA/ELT process.
- Continue assistance to OTO with certain changes in project focus and strategy. USAID could insist that fields of training be more closely aligned to its CDSS, and that a "set-aside" mechanism be included for use by USAID for specified purposes. This would enable USAID to provide overseas training in areas not covered by other USAID projects or by OTO, in addition to ensuring that certain target groups are covered. Where appropriate, USAID might also consider placing new USAID project-related participant training in OTO. USAID could transfer project funds to OTO to reimburse them for its services.
- Fully integrate USAID training operations into OTO. All USAID's participant training activities and staff could be transferred to OTO similar to the pattern followed by USAID/Bangkok with DTEC. Although this may be an attractive concept, several constraints would need to be addressed. This includes the need to establish a mechanism for transferring project training funds to OTO for implementation. Secondly, OTO's current staffing level would not be able to absorb an increased flow of USAID participants unless appropriate USAID staff were also transferred. In addition, the current systems being developed by OTO are more appropriate for general and sector-oriented training. OTO would have to make some procedural adjustments for project-related training, which may not be in its long-term interests.

Long-Term (post-1990):

- USAID might decide not to provide further funds for general participant training or to OTO, on the basis that it has supported OTO long enough.
- A new general training project could be developed which would be based on the experiences and "lessons learned" in GPT-II. This would include addressing such issues as greater program focus and the possible extension of OTO training services to other USAID projects. If USAID provides interim funding to support OTO's operations over the next several years, there would be ample time to

develop an appropriate new strategy. A new project would build upon and reinforce USAID's substantial investment in GPT-II by fostering the continued growth and development of OTO as an Indonesian national overseas training institution.

#### RECOMMENDATIONS FOR GOI CONSIDERATION

- Institutionalization of OTO as a formal GOI unit. A permanent office should be established in Jakarta with its own budget and staff. This measure will not only assist OTO in obtaining recognition from GOI Ministries with parallel programs, but will also encourage other donors to cooperate more fully with OTO. We understand that a serious effort will be made to achieve official status after the new Cabinet is appointed in March 1988.
- OTO might utilize local contractors for implementation. A study should be made to determine if OTO, once formalized in GOI, should hire local contractors to implement its various services including the actual placement, monitoring and support of participants in training.
- Staffing must continue to be upgraded. A Deputy Director of OTO should be appointed to manage day-to-day operational matters. The Director of OTO is a very senior official whose position has helped establish OTO's credibility, but whose heavy BAPPENAS workload prevents his involvement in all OTO matters requiring attention. The current OTO staff has some outstanding personnel at the senior and junior levels but lacks mid-level strength at the deputy Division-Head level. Recruitment to fill such positions should begin as soon as its legal status and budget are authorized.
- OTO needs continued credibility. OTO should probably remain in organizational association with BAPPENAS to provide it with a national perspective on training needs as well as access to available resources.
- Training plans need strengthening. OTO Division I should conduct additional workshops on the preparation of departmental training plans, with the goal of obtaining completed plans from all GOI ministries and agencies, as well as private universities and NGOs involved in general participant training. (Academic participants tend to be concentrated in a handful of ministries: two ministries have sponsored 50 percent of the total.) More research is needed on the actual purpose of and benefits gained from these plans. NSCOT support will be needed to ensure success of these efforts.

- Selection procedures need review. NSCOT/OTO should ensure that no future participants are selected outside the established selection process (except for any mutually agreed "set-asides"). The Division II Standing Committee on Participant Selection should continue to refine the TPA. Research should be undertaken to determine if different testing instruments are needed in technical areas such as engineering. Division II should circulate lists of potential candidates who have passed the TPA and pre-TOEFL beyond USAID to various donors if OTO does not have sufficient funds of its own. NSCOT also should take steps to harmonize the TPA process with available overseas training opportunities. There may also be areas where the TPA is not appropriate, especially for project-related training.
- Pre-Departure Orientation. OTO's overall orientation program needs further development with a more practical focus. COPE may need to be modified to meet the needs of different participant groups, e.g. short-term participants. In addition, pre-departure orientation should include briefing on administrative details, technical information, and culture-specific materials. A reference package or booklet should be developed to cover each of these areas.
- Monitoring. OTO must carefully monitor the status of participants in training to ensure that neither cost overruns nor excessive program extensions develop. Participants should be restricted to one degree within a fixed time frame.
- Re-Entry and Follow-up. OTO should follow-up the post-training status of returned trainees using a pilot questionnaire to identify any problem areas in relation to implementation procedures, training quality, and utilization of training. This exercise will expedite the development of a re-entry program, as well as update and refine the PDMS alumni file. Although the results of a currently-planned impact evaluation of overseas training quite likely will provide valuable insights, OTO should not wait for the completion of this study before developing a re-entry and follow-up program.
- OTO needs to improve its outreach. More effective communication is needed with a greater range of GOI departments, agencies and lembagas, as well as private sector organizations such as yayasans and other donors. Separate brochures should be developed and widely disseminated clearly explaining each of the OTO services, especially its ELT, TPA and COPE programs.

- OTO should be empowered to accept fees. Once OTO is "legalized," a means should be found to enable it to charge, and hopefully retain, user fees for such services as TPA, ELT and COPE, as well as for overall participant placement and management functions. Income generated from such fees would bolster OTO's budget and enhance its ability to offer such services upon request.
- OTO should serve as an information clearinghouse on overseas training. OTO should maintain a database on all sponsored trainees for monitoring and planning purposes in addition to its own projects. This centralized database could be used for a wide range of analysis, including planning, implementation and impact issues.

### RECOMMENDATIONS FOR USAID CONSIDERATION

USAID needs to address its future general training and OTO strategy from both a short- and long-term perspective. This dual need has been caused by the recently discovered oversubscription of remaining GPT-II funds which, if not ameliorated, will bring about a premature halt to programming new participants. While OTO is searching for other sources of financial support, it is unlikely that anything substantial will develop over the next year or two.

#### Short-Term (1988-90):

- USAID should continue funding GPT-II until the end of the project. Additional funds are necessary to provide support for OTO to continue operations even at a minimum level. What should be considered "minimum" is conjectural, but the evaluation team recommends that a level of funds sufficient to cover the direct and support costs of at least 100 new academic and 50 or more short-term participants a year would meet this objective. The need is urgent inasmuch as no funds exist to incur expenses in relation to any new participants.
- A U.S. institutional contractor should be engaged to provide continuing training support services in the United States over the next several years. Sufficient funds also will be needed for a) local employment of the U.S. ELT and placement specialists; b) short-term consultations of U.S. specialists; c) local support costs for ELT, COPE and TPA; and d) OTO staff assigned to an office in the United States to assist the U.S. contractor in placement, monitoring and general support activities. It is under-

stood that some GPT-II funds may be available to apply to the cost of these services. Any additional amounts will need to be funded under the proposed new GPT-II amendment.

- USAID should consider modest "set-asides" in the GPT-II amendment to ensure that it has access to training funds in pursuit of its own interests in such areas as natural resources and environment. USAID should also consider a similar "set-aside" for the not-for-profit private sector, women and placement of participants in HBCUs if OTO is not able to make adequate progress in these areas. Further, USAID should reinforce the concept that training funds be used in pursuit of clearly defined national human resource development priorities.

Long-Term (post-1990):

- USAID is planning to develop a new general training project which is presently at the concept paper stage. USAID is encouraged to initiate action on the PID at the earliest possible time, given the long gestation period from concept to implementation.
- In this new project, greater emphasis should be placed on such issues as improved training focus, closer alignment to the CDSS, and more effective "set-asides" for the private sector, women, HBCUs and other target groups, inasmuch as the institutional objective of GPT-II will have been met.

## Contents

	Page
Executive Summary .....	ii
Glossary .....	xi
I. BACKGROUND .....	1
II. STATUS OF OTO .....	3
A. Role and Organization of OTO .....	3
B. OTO Performance .....	4
1. Overview .....	4
2. Planning and Implementatiton .....	6
a. Training Plans .....	
b. Selection Process (TPA) .....	
c. English Language Training .....	
d. Orientation .....	
e. Placement and Monitoring .....	
f. Re-entry and Follow Up .....	
C. OTO's Relationship with Other Institutions .....	21
1. GOI Agencies .....	21
2. Donor Agencies .....	23
3. Private Sector .....	24
III. INSTITUTIONALIZATION .....	26
A. Several Perspectives .....	26
B. External Technical Assistance .....	27
C. Composite Judgment .....	27
IV. FUTURE OPTIONS .....	29
A. OTO .....	29
B. USAID .....	31
V. RECOMMENDATIONS .....	34
 <u>APPENDICES</u>	
A. OTO Organizational Chart .....	38
B. List of Persons Interviewed .....	39
C. Bibliography .....	43
D. Proposed Follow-Up Plan .....	47

## GLOSSARY

AID	Agency for International Development
AID/W	Agency for International Development/Washington
ALI/GU	American Language Institute/Georgetown University
BAPPENAS	The National Planning & Coordinating Board
BELT	Basic English Language Training
BKKBN	National Family Planning Coordinating Board
BPPT	Agency for Science & Technology
CDSS	Country Development Strategy Statement
CIDA	Canadian International Development Agency
COPE	Cross-cultural Orientation for Participant Effectiveness
CPIS	Center for Policy & Implementation Studies
DEPDIKBUD	Department of Education & Culture
DTEC	Department of Technical and Economic Corporation
EAP	English for Academic Purposes
ELT	English Language Training
GOI	Government of Indonesia
GPT	General Participant Training
HBCU	Historically Black Colleges & Universities
HIID	Harvard Institute for International Development
LAN	The National Administration Institute
LIPI	The National Institute of Sciences
LOP	Life of Project
MENPAN	Ministry for Administrative Reform
MOE	Ministry of Education

MUCIA	Mid-western Universities Consortium for International Activities
NGO	Non-Governmental Organization
NSCOT	National Steering Committee for Overseas Training
OTO	Overseas Training Office
OTO/ID	Overseas Training Office/Implementation Document
PDMS	Participant Data Management System
PIET	Partners for International Education and Training
PIL	Project Implementation Letter
PIO/P	Project Implementation Order/Participant
PRD	Professional Resources Development
PTIS	Participant Training Information System
SEKKAB	Secretariat of the Cabinet
TOEFL	Test of English as a Foreign Language
TPA	Academic Aptitude Testing
USAID	United States Agency for International Development

## I. BACKGROUND

USAID assistance to Indonesia has always placed a strong emphasis on human resource development. Over 10,000 Indonesians have received USAID-sponsored overseas training since the program began in 1951. Other assistance agencies have also contributed funds for overseas training, and many thousands of Indonesians have benefitted from these opportunities. While the higher education system has expanded dramatically over the years since independence, there is still a need for overseas training to obtain higher-level skills and technology. The Government of Indonesia (GOI) itself has placed overseas training high in its national priorities, as evidenced by its recent decision to contract for nearly \$200 million in loan funds from the World Bank to finance graduate training in science and technology and other areas of higher education.

USAID training assistance has been both general and project related within the context of AID's development assistance sectors, i.e., agriculture, health and education. AID's non project-specific training was carried out under the General Participant Training I Project (GPT-I) from 1967 to 1977. GPT-I provided overseas training to approximately 1300 Indonesians, and all but two returned to Indonesia to utilize their skills.

After GPT-I, USAID provided training assistance to BAPPENAS, LAN, and the Ministry of Finance through its Professional Resources Development Project I, and to the Ministries of Manpower and Public Works through Professional Resources Development II. These training projects were administered by the USAID Training Office in the same manner as GPT-I but utilized a contractor, the Institute of Public Administration, for technical assistance.

USAID believed that the GOI should eventually develop its own capability to implement overseas training programs, and that an office should be created in the GOI to perform this task. A general training program, GPT-II, was designed to serve this institutional development purpose, in addition to providing funds for overseas graduate training outside regular USAID projects. This attempt to create an institutional capacity within the GOI to administer overseas training programs on a continuing basis was inspired, in part, by the GOI's desire to retain the accumulated experience and institutional expertise of donor-managed training programs upon project completion.

Discussions were held with BAPPENAS and the project objective was enthusiastically endorsed by senior GOI officials. Key to this initiative was the establishment of an Overseas Training Office (OTO) to implement overseas training as well as a policy-making body to provide guidance. The GOI Steering Committee, which guided the PRD I and II projects, formed the basis for the

new National Steering Committee for Overseas Training (NSCOT) which guides GPT-II and the OTO. Located under the Ministry for Administrative Reform (MENPAN), NSCOT's role is to formulate policy, set standards, and coordinate national efforts related to all overseas training.

USAID provided grant and loan funds totaling \$29,000,000 for GPT-II, which included funds for MENPAN to contract for training and technical services with the Midwestern Universities Consortium for International Activities (MUCIA), and the Harvard Institute for International Development (HIID). Under the terms of the contract and two subsequent amendments, MUCIA and HIID are responsible for processing, placing and monitoring approximately 404 academic participants in graduate degree programs and 445 short-term participants in technical training in the United States, as well as providing technical assistance in establishing the Overseas Training Office.

The purpose of this evaluation was to assess OTO's current level of institutionalization and determine the level of commitment of outside support to OTO from its "clients" (e.g., other ministries, donors, and NGOs). Specific objectives include the following:

1. To review briefly OTO development as measured by the benchmarks established in the May 1986 Project Paper Amendment in order to track OTO's development and institutionalization.
2. To assess the effectiveness of each of the OTO Working Groups in providing systematic examination, recommendations and program suggestions which address constraints to successful participant training.
3. To assess the extent to which the OTO is developing into an effective and self-sustaining indigenous office for overseas training-related services as viewed by its various government and non-government clients, as well as by other donors involved in overseas training.

Results of the evaluation will be used to provide options on the future direction and shape of the OTO vis-a-vis other donors, GOI agencies, and USAID (especially its training division), and to help determine what the GOI might do on its own through the OTO over the next two years. Evaluation results will also be used to modify, where necessary, the direction of contractor technical assistance in relation to the current state of OTO's development.

## II. STATUS OF OTO

### A. The Role and Organization of OTO

In March 1983, the Indonesian People's Consultative Assembly issued the Guideline of State Policy authorizing and defining the conditions for overseas training in the context of overall human resource development. Subsequently, the Minister of State for Administrative Reform established the National Committee on Overseas Training (NSCOT) for policy oversight and the Overseas Training Office (OTO) for implementation and staff functions. The four purposes of NSCOT/OTO are:

- Formulating national policies on overseas training;
- Communicating training needs and priorities to international and bilateral funding agencies;
- Assisting GOI development agencies in defining overseas training objectives; and
- Implementing overseas training programs.

While the mission of NSCOT is to set national policy for overseas training, OTO was charged with developing guidelines for NSCOT through research and development; communicating and providing services to other agencies (e.g., GOI, NGOs, and donor agencies); and implementing selected training projects. OTO would serve as an information resource center, providing support to NSCOT and the GOI in determining standards for selecting, preparing, placing and monitoring candidates in overseas training programs. Rather than attempt to take over all GOI training activities, some of which had large implementing systems already in place (e.g., World Bank projects), OTO would initially limit its scope to general and sector-oriented training projects serving a number of ministries and smaller projects.

In addition to the World Bank education and science and technology loans, the high priority given to overseas training by the GOI is also reflected in the organizational location of OTO and in the form of its governance. While the designation of a National Steering Committee lends stature to OTO as a national entity rather than project-based, the attachment of OTO to the national planning agency (BAPPENAS) has enhanced OTO's influence and credibility. Although it is not a permanent part of BAPPENAS, some of OTO's staff are BAPPENAS employees, including its Director who is its Deputy Chairman for Administration.

The activities of OTO are carried out by a Directorate, which consists of four operational divisions. The Director, who is a member of NSCOT, is responsible for setting agenda, providing policy recommendations to NSCOT, and for implementing NSCOT's decisions. Division I is responsible for training needs assessment, planning and participant selection; Division II is

involved with preparing and orienting participants and monitoring their progress; Division III is responsible for systems development, operations research and evaluation; and Division IV is primarily concerned with administration and finance. Support staff within each division includes administrative and clerical assistants, and program assistants are currently being recruited for each Division. (See organizational chart in Appendix A.)

OTO now has three types of committees to develop policies and procedures for NSCOT consideration as well as to implement activities: the Working Group, Standing Committee and Task Force. Working Groups are established by the Director on an ad hoc basis to undertake research on specific issues in the training process. They operate outside the departmental organization and are comprised of Indonesian experts and foreign consultants where appropriate. The Working Group was envisaged as a vehicle to employ local experts on a part-time basis in collaboration with foreign consultants, in the absence of full-time OTO staff.

Once the Working Group has completed its task, the resulting policies and/or procedures are integrated into the operations of the appropriate division as a routine staff function or under the direction of a Standing Committee, chaired by the Division Head. The Standing Committee may still call upon the services of foreign and local consultants for additional assistance.

The third type of committee is the Task Force which is organized to carry out a well-defined task within a limited period of time. OTO has had a total of eight Working Groups addressing the areas of Needs Assessment and Training Plans, Testing and Measurement-TPA, English Language Training, COPE, Academic Up-Grading, Re-Entry, Non-Governmental Organizations (NGOs), and the Participant Data Management System (PDMS). While the Working Group on Training Plans has been fully integrated into the operations of Division I, TPA is now the responsibility of a Standing Committee on Participant Selection. Plans are currently underway to integrate the work of the ELT, COPE and Academic Upgrading groups into a Standing Committee within Division II. Current Working Groups include one on Re-Entry/Evaluation, NGOs, and the Participant Data Management System. In addition, Standing Committees have been organized on Placement and Contracting; and Task Forces have been set up respectively for the Academic Skills Upgrading pilot program (EAP-2+), and for developing an RFP for contracting placement, support and monitoring services in the U.S.

## B. OTO Performance

### 1. Overview

While an evaluation of OTO would reasonably include a review of NSCOT from which OTO derives its authority, an assessment of NSCOT's performance is difficult to ascertain. It appears to have

demonstrated leadership in identifying priority research in such areas as training plans, selection and ELT. It also appears to have been involved in the implementation process of GPT-II, by approving individual participants. It is premature to judge NSCOT's performance in formulating national policies on overseas training inasmuch as OTO's research and development efforts in these areas are not yet completed. Although scheduled to meet every two weeks, NSCOT seems to be a loosely-structured group of senior officials who meet informally and communicate their guidance to OTO through its Director who is also a member of NSCOT.

Another group was envisaged in GPT-II (The Implementation Team), comprising the OTO Director, MUCIA, OTO staff, and USAID project officers. This group was charged with monitoring OTO's progress and implementation related issues, as well as setting agendas and providing position papers as necessary to NSCOT. The Implementation Team has met infrequently until recently. Perhaps had NSCOT and the Implementation Team met more regularly, some of the problems described below might have been ameliorated.

The evaluation team has based its assessment of OTO's performance on the extent to which the GPT-II amended training targets have been met, as well as the degree to which OTO has developed into an institutional base for implementing overseas training. As contractor, MUCIA/HIID is responsible for providing participant training services and technical assistance to develop OTO. While the following discussion specifically refers to OTO's strengths and weaknesses, this review reflects on MUCIA's performance as well.

Currently, 365 long-term participants and 250 short-term trainees are in training or have returned. Approximately 158 additional participants are ready to be placed in long-term programs, which exceeds the amended targets for academic training and effectively commits remaining project training funds. The original training targets also stressed the involvement of female participants, and directed 70 percent of training funds to the public sector, with the remaining 30 percent targeted for private universities and non-governmental organizations. The project has been far less successful in these areas: only 3.8 percent of project funds have been used for the not-for-profit private sector and only 9 percent for women.

However, in its short history, OTO has made notable progress toward creating an institutional base within the GOI for implementing overseas training projects. OTO is now organized to cover all major components of the training process, from the planning to follow-up stages through its four divisions. Largely through the efforts of its Working Groups, OTO has identified a number of constraints to a greater use of overseas training opportunities and has undertaken steps to relieve these constraints.

Specific achievements include the development of GOI departmental training plans which were the focus of two workshops in 1985; the development and expanding use of an academic aptitude test in the Indonesian language; the formulation of guidelines for more efficient and effective English language training; and a cross-cultural orientation program for preparing participants for graduate study abroad.

To some extent, OTO has demonstrated its ability to attract and service the training needs of other cooperating agencies, including the implementation of a World Bank project (PRD-II) and a grant agreement with the Netherlands for processing students for undergraduate training. OTO is also finalizing arrangements with the Canadian International Development Agency (CIDA) for a general training project which will be housed with OTO and should begin in the spring 1988. Further, OTO is applying for a major World Bank general training project loan. However, accomplishments to date fall short of original expectations of attracting a wider range of GOI agencies and donors. Nor has OTO absorbed participants from other USAID projects beyond GPT-II as had been earlier anticipated.

While OTO has not attracted the level of other donor support initially expected, its progress should be viewed in terms of a fledgling institution that has had to develop its own services before extending them to others.

The following presents a discussion of the strengths and weaknesses of OTO activities to date, consonant with the major components of the training cycle:

## 2. Planning and Implementation

a. Training Plans. As a first step in developing a systematic overseas training process, OTO held two workshops attended by over 30 departmental officials in each case to explain the need for and preparation of training plans. These plans, which reportedly have been completed by approximately three quarters of the central GOI Ministries, are far from definitive given the size and complexity of the population the project is designed to serve. Since some ministries have more than 250,000 employees, effective manpower planning in organizations of such size would require large departmental staffs of manpower experts engaged on a continuing basis in organizational and career development analysis, which is far beyond the intent of the GPT-II training plan process. Indeed, OTO has only one part-time generalist coordinating the preparation and processing of training plans.

The training plan provides a semblance of planning and structure in the analysis of manpower requirements and overseas training needs in relation to general training programs such as

GPT-II and the forthcoming Canadian training project. It should not be represented as anything more than a point of departure in formulating a rational approach to the implementation of general training programs.

The training plans cover the three year-period, 1986-89, and forecast the projected manpower needs of the respective ministries or departments by fields and type of training over the plan period. Each year following the completion of the three-year plan, an annual plan is submitted indicating the names and biodata of proposed candidates (e.g., age, years of service, prior education, current position, etc.), and the proposed field, length and purpose of training. These annual plans are cursorily reviewed by OTO to assure basic criteria have been met regarding age, years of service, and prior education. Compliance with the fields of training is not being monitored by OTO due to lack of staff and, in the case of academic participants, shortage of time between receipt of the annual plans and scheduling of the Test Potensi Akademik (TPA).

Based upon the training plan review, NSCOT/OTO notifies eligible academic candidates through their respective ministries or departments, of their eligibility to take the TPA which is the next step in the screening and selection process.

There are other constraints limiting the use of training plans. Most overseas training provided by donors is directly related to projects in discrete Indonesian organizations or sectors. In these projects, training needs assessments are generally developed along with other project elements. Manpower planning is far more detailed and integrated into the overall developmental needs of the target organization than is possible in the case of general training programs such as GPT-II. For example, the National Family Planning Coordinating Board (BKKBN), the Agency for Science and Technology (BPPT) and the Department of Education and Culture (DEPDIBUD) have large-scale, integrated training projects planned and administered outside of OTO. The more superficial OTO training plan process does not fit well in such situations. OTO training plans should be limited to general or sectoral training programs such as GPT-II, PRD-II and the new CIDA general training program.

Further, despite the semblance of an organizational structure provided by the OTO training plan, general training programs by definition focus more on individual participants than on their sponsoring organizations or institutions. As such, they do not lend themselves to detailed organizational needs assessments. However, in developing countries, both the project/organizational approach as well as the general training/individual scholarship approach to training are needed. If properly integrated, the two approaches will complement each other by filling gaps that neither can adequately cover by itself.

Until recently, limited progress had been made in extending the planning process to GOI semi-autonomous agencies, private universities or to NGOs.

More workshops on how to develop training plans need to be held as well as greater staff attention given to monitoring the application of these plans as a point of departure in the OTO planning and selection process. Remaining GOI agencies, private universities, and NGOs should be assisted in complying with the planning process to encourage their greater participation in GPT-II. At present, academic participants appear to be concentrated in a handful of central ministries: two such ministries, i.e., Finance and Education have sponsored 50 percent of the total. Most importantly, more research is needed to examine whether a better mechanism could be designed to create the desired planning structure.

b. Selection Process. There are two selection processes for OTO participants, one for academic and the other for short-term training.

• Academic Training. The major criteria for selecting academic participants is the Test Potensi Akademik (TPA) along with the TOEFL. The TPA is perhaps OTO's most significant innovation. In less than three years, TPA has become a popular concept in Indonesia among those interested in higher education and overseas training. In the past, candidates were selected by a variety of means such as grade point averages, personal interviews, and job performance without adequate safeguards to prevent intrusion of such matters as seniority and favoritism. While the need for more objective criteria was felt for some years, it was not until OTO developed the TPA that a generally accepted mechanism existed for selecting candidates for overseas training. In 1985, a British Council study claimed that only 40 percent of available overseas scholarship offers were being used because of selection problems and language deficiencies. The TPA and accompanying innovations in the English language training (ELT) process have contributed significantly to improving the supply of eligible candidates for overseas training. In fact, rather than a shortage of eligible students, there is a current pool of more than 200 qualified candidates who have successfully passed the TPA and basic pre-TOEFL test and are ready for in-country ELT in anticipation of overseas study once funds become available.

The major purpose of the TPA Working Group was to develop an academic aptitude test in the Indonesian language and to ensure its reliability, validity, comparability of the various versions, and to maintain test security. Most of these tasks have been accomplished and the TPA is now offered nationally twice a year. Eligible candidates are drawn from

the training plan process described above. Although the coverage and depth of these plans are very limited, the number of people taking the TPA has increased dramatically as its existence has become known, as seen in the following table:

Academic Potential Tests and Pre-TOEFL  
Participants (GPT-II)

Date	Registered	Present	Passed
Nov. 30, 1985	1299	944	151
June 28, 1986	1561	1206	149
Dec. 6, 1986	2237	1723	336
March 7, 1987	1805	1491	94
Oct. 3, 1987	2411	2260	182*
Total	9313	7624	912

\* Not yet in English Language Training

The TPA is given along with the pre-TOEFL. Under GPT-II ground rules, a successful candidate must not only pass the TPA at a given level (which has been rising), but must also obtain a passing pre-TOEFL score (currently set at 375) to continue as an overseas training candidate. The table above also demonstrates how difficult the test is, indicating that less than 15 percent have been successful to date.

Perhaps the most valuable aspect of the TPA is the identification of people with high academic potential (as reflected by TPA results) and low pre-TOEFL scores (e.g. 375-400). These are candidates who would probably have been eliminated from overseas training in the pre-TPA days inasmuch as their intellectual promise would have gone undetected.

The TPA is already being considered for applications beyond GPT-II, including its possible use as a selection tool for graduate admission to local universities. However, it is a process in need of continuous improvement both in terms of further test research and development and in test monitoring and management. For example, there is a concern in some quarters that the TPA is biased in favor of individuals with intellectual facility at the expense of otherwise worthy candidates whose strengths lie in technical fields such as engineering. This is a matter requiring further research. Test quality also must continuously be studied for reliability and validity. Of more immediate concern, test administration is weak. OTO registration of potential candidates is inefficient and time-consuming for the meager

Division I staff. Also, in light of past instances in which a number of tests have disappeared, test security is a continuing concern.

The initial goal of TPA as envisaged in 1985 was to institutionalize the process into a "national testing service." This objective is far from realization primarily due to lack of staff and budget. A recent study undertaken by OTO concluded that three full-time and two part-time PhD linguists along with two full-time Master level linguists would be needed to fully develop and maintain a quality testing service. Additional equipment, including computers and access to optical scanners is also needed. At the moment, OTO is barely able to administer the TPA for GPT-II purposes. If there is genuine interest in developing TPA into a national testing service, considerably more resources and priority must be given to it by NSCOT and other senior authorities.

There is another aspect of the TPA process that needs attention. The TPA and pre-TCEFL passing scores seem arbitrarily set without any logical connection between the pool of candidates generated by the TPA process and available overseas training opportunities. A large pool of unplaced candidates currently exists and could expand rapidly as more tests are given on the current semi-annual schedule. NSCOT/OTO needs to develop strategies that will harmonize the TPA process with available overseas training opportunities. Perhaps scores should be raised or fewer tests given until funding sources have been secured in order to avoid raising expectations that cannot be met.

\* Short-Term Training also begins with training plans, but the process appears to be less controlled than long-term academic training. Ministries generally request short-term training projects directly from NSCOT which, if approved, are turned over to OTO for implementation. Most short-term participants take the ALI/GU test but do not enter into the TPA and ELT stream. OTO maintains brochures and catalogues on short courses which it shares with prospective participants. If appropriate training cannot be identified directly by OTO, MUCIA/HIID are asked to find suitable training sites and, in all cases, to make final arrangements.

Short-term training is an area in need of greater focus and structure. There appears to be little rationale governing the determination of the quality or quantity of short-term training under GPT-II. While a degree of flexibility is desirable, considerably more attention should be given to determining the purpose and use of short-term training in general training programs, particularly given the high unit costs involved.

OTO has developed different criteria for selection and training of non-government participants from private universities, as well as PVOs and NGOs, which should lead to increasing participation of the "set-aside" target groups.

• Selection Outside of OTO. Seventy-three Ministry of Finance academic participants were transferred to the GPT-II project without having been included in the OTO planning and selection process. These transactions are generally referred to as the "back door" approach. Another 49 Ministry of Finance academic participants were selected through the normal OTO process giving the Ministry a total of 122 participants, or approximately one third of all academic participants under GPT-II. While these participants generally are of a high quality, it distorts the proportion of participants sponsored by one ministry and quite likely damages the image of OTO in terms of its publicized policy of open competitiveness and equity in the selection process. The evaluation team does not believe the "back door" approach should be permitted by NSCOT or the USAID.

c. English Language Training and Academic Preparation. Foreign language ability emerged as a major problem early in OTO's development, in terms of recruiting qualified candidates for available overseas training opportunities. As noted earlier, this was a key finding in the 1985 British Council-sponsored study which concluded that the lack of candidates with English language competence was the major reason for under utilization of available training opportunities. OTO's first Working Group was established to examine this issue. The Group's initial task was to examine the demand for and costs of English language training in relation to the current availability; and to assess in-country language teaching capacity, in terms of requirements for achieving English proficiency from several levels of preparedness. Both the Australian Language Center and the British Council cooperated in this effort.

Based on its findings, the Working Group recommended that candidates be selected without regard to previous language training and then given intensive instruction to reach the required level for university admission. By carefully selecting candidates by means of the TPA, OTO would be able to ensure that the academic potential of ELT candidates warranted the cost. As a result, it was agreed that project funds could be used to arrange in-country instruction, based on a model program developed by the Working Group.

OTO's ELT program developed from an initial design in 1985 to a program which has been tested and modified in six English language teaching institutions since 1986. Rather than just TOEFL preparation, the overall program includes an emphasis on cultural

differences in academic systems and attempts to equip participants with the academic skills needed for graduate study in the United States. It is a three-tiered in-country program of three months each with a beginning (BELT), intermediate (EAP-1), and advanced component (EAP-2). The system has been modified to permit additional work for those who need it at various points in the cycle. A candidate must have a minimum TOEFL score of 375 to be admitted to BELT, and a final score of 500 after EAP-2 before placement in a university overseas. If necessary, participants attend a 2-3 month intensive "topping off" program in the country of training.

The present structure consists of six training centers; four provide the beginning and intermediate levels at two regional centers (University of Palembang and University of Sriwijaya), and in Jakarta (University of Indonesia and LAN). The advanced level (EAP-2) is offered under contract with the British Council and the Australian Language Center in Jakarta. Under current arrangements, the GOI is responsible for the first two levels of training, with EAP-2 and the "topping off" program in the country of training covered by the respective donor agency.

OTO's role in the provision of English language training has been and remains that of coordinating rather than operating its own classes. The program is structured so that participants enter at one of three levels at one of the training centers which function independently on a contract basis. These language centers are provided OTO guidelines on course objectives and teaching materials with the TOEFL as the principal indicator. OTO verifies contract compliance through informal visits and a general accounting of contract funds.

The program has been reviewed intensively several times, including a 1986 assessment by the Washington-based Center for Applied Linguistics whose many recommendations have largely been implemented. More recently, an AID/OIT-sponsored team examined the management operations and teacher training capabilities of OTO-related training centers.

Overall, the three-tiered program developed and used by OTO has been considered very successful, although continued evaluation is needed. The most notable achievement of the ELT Working Group has been the standardization of levels within existing programs in terms of benchmarks for time and intensity of study. Equally important, OTO has strengthened language programs in selected provincial universities, and has pioneered in undertaking ELT research as well as worked to improve communications and liaison among language teaching services and donors. 459 participants have been enrolled in OTO courses, with 58 voluntarily dropping out. Of the remaining 401, only 21 failed to reach the final TOEFL score. This has significantly enlarged the pool of candidates for study in English-speaking countries.

Although the most recent OIT financed study commended OTO's performance, the team felt more systematic planning was needed for building a stronger and expanded ELT network, and that an intensified teacher training program would greatly facilitate the indigenization of ELT operations. Another issue which the Working Group may want to examine is the high cost of EAP-2 programs compared to BELT and EAP-1. These higher costs might be explained by the fact that EAP-2 courses at the British Council and Australian Language Center include cultural-specific components with an emphasis on study skills necessary for graduate study abroad. The ELT Working Group may also wish to explore the language needs for short-term training, especially given that language continues to be a major obstacle to providing more OTO training opportunities to NGOs.

OTO is currently planning to integrate the ELT Working Group into the operations of Division II under a Standing Committee which will continue to monitor available courses, stimulate and guide new courses within the university system, and coordinate admissions for its clients.

Although EAP-2 emphasizes academic study skills, it was apparent that a separate, more advanced program might be useful for upgrading academic skills in specific subject areas, especially the social sciences (e.g., math, statistics and analytical methods). A Working Group was set up to specifically examine the area of academic upgrading, which resulted in a pilot program "EAP-2+" planned for February 1988. This is intended to combine the academic skills aspect of EAP-2 with partly subject-matter upgrading. The pilot program aims to continue to develop participants' English language proficiency and to improve the ability of participants to use the problem-solving approach in mathematics and statistics. OTO plans to assess the impact of subject-matter training on candidates' GRE and GMAT test results. If successful, such training will be offered more widely. EAP-2+ is also intended to fill the gap between the end of EAP-2 and participants' departure. EAP-2 ends in January and participants normally depart between May and August. It is logistically and financially problematic to reassemble participants for orientation and administrative preparation before their departure. The introduction of EAP-2+ may prove useful in bridging this gap.

d. Pre-Departure Orientation. A Working Group on cross-cultural orientation for participant effectiveness (COPE) was organized, based on the assumption that the ability of participants to adjust to a foreign culture influences the success of training. The Working Group's review of existing orientation programs and interviews with returned participants resulted in an experimental, innovative program designed to assist participants in understanding cultural differences, as well as in making the necessary adjustments when moving from one culture to another.

The program also prepares participants for their eventual return and readjustment to life and the workplace after training.

The COPE program currently consists of six modules focused on different aspects of the cross-cultural experience. These include modules on interpersonal awareness, cross-cultural awareness, academic skills, academic environment, family issues, and re-entry adjustment. The program is intended to be conducted over a 40-60 hour period for participants after they have completed the EAP-2 program and immediately prior to their departure for training. Its overall aim is to assist participants in developing cross-cultural skills for communicating and interacting with the host culture; understanding the social environment, value system and behavioral norms of the host culture; and developing effective study skills appropriate to the host country academic system.

In collaboration with the EAP-2 language programs, modules on academic skills and the academic environment were adapted to be included in the language training program, resulting in "PRA-COPE." This exercise was designed to help participants understand the place of the TOEFL exam in the selection process and its limitations in measuring the language skills required for successful graduate study. This is now a two-day program presented during the third week of EAP-2, which is focused on study skills for effective language learning and the characteristics of the host country academic environment.

COPE is still in its formative stages, but elements of it have been conducted for several groups of departing participants. To date, more than 200 participants have attended the PRA-COPE session, and approximately 100 participated in the full COPE program. This number includes participants sponsored under GPT-II, the World Bank Project (PRD), and recipients of undergraduate scholarships in the Netherlands. Members of the Working Group were asked to conduct a special program, independent of OTO, for the wives of Indonesian Bank officials under a Ministry of Finance project.

It is premature to comment on the impact of COPE on participants' performance as an evaluation strategy has yet to be designed or implemented. It is also difficult to determine in a meaningful way the results of the COPE program, given the lack of reliable measures to test cross-cultural skills. Although many Indonesian students have successfully overcome adjustment difficulties to a new cultural learning environment, measuring the problems they may have had to overcome and the cost to their learning experience of doing so remains problematic. Further, there was criticism voiced by several senior GOI officials concerning the utility of the COPE approach. On the other hand, the COPE modules have been reportedly acclaimed by the international community as an innovative approach to the preparation of Indonesians for overseas study.

It is apparent to the evaluation team that OTO needs to further develop its overall pre-departure orientation program, in which COPE is a significant but only one component. While USAID provides a limited administrative briefing for GPT-II participants, OTO does not appear to provide materials to participants before their departure, nor to offer a systematic presentation of administrative details or practical information. The general consensus among OTO staff and NSCOT members is the need for a more practical focus to OTO's pre-departure program. Consideration should be given to supplementing COPE with appropriate administrative and technical details, as well as culture-specific information. In addition, COPE may not be suitable for certain participants, e.g., those who have prior overseas experience. There is also a need to develop a more relevant orientation program tailored to the needs of short-term technical participants, especially those with limited English language capability.

e. Placement and Monitoring. From the inception of OTO in 1984, 365 academic participants and 250 short-term participants have either returned or are presently in training. Approximately 150 academic candidates are in the process of being placed. This comprises a total of over 700 participants under current GPT-II funding. While there have been placement problems in Wisconsin/Madison and recent delays, the overall record of moving candidates through the OTO/MUSTA/HIID placement process has been good. The training plan/TPA process has generated ample eligible candidates, and the placement system has moved them into universities and short-term training institutions with reasonable speed and effectiveness, despite the present backlog in the University of Wisconsin/Madison placement office.

The Evaluation Team has not attempted to assess the comparative efficiency or effectiveness of placement and monitoring between Wisconsin/Madison and HIID, nor to compare support costs of these institutions with other U.S. training contractors. Such assessments are complex and time consuming, and could not be accommodated in the three-week time frame of this evaluation. Training support costs depend in large measure on the quality and depth of participant support services and must be measured against what the sponsoring agency desires and is prepared to pay for. Some training contractors, in their zeal to provide the very best services, probably exceed the level of support participants really need. In future contracting for U.S. (or other country) placement and monitoring services, OTO should carefully assess the level of support it wants the contractor to provide and negotiate the cost of these services on an item-by-item basis to the extent possible.

(1) Placement. OTO's Division II assists participants in completing the myriad transcripts and other documentation needed to assure expeditious and appropriate placements in

U.S. universities. The Division also provides similar services for participants who are being prepared for short-term training programs in the United States and, in some case, other countries.

The OTO placement procedure calls for Division II to prepare an OTO/ID form, which is similar in purpose and content to the PIO/P. The OTO/ID is signed by the MUCIA Training Advisor and the Director of OTO, with a copy sent to either MUCIA/Wisconsin or HIID depending on the field of training (along with other documentation) to initiate the placement process. The original is sent simultaneously to the USAID Training Division to trigger the preparation of a non-funded PIO/P which is needed by AID for the PTIS, insurance and other monitoring purposes.

This system seems to work reasonably well. The MUCIA/HIID support offices appear satisfied with the timeliness and quality of the information they receive in the OTO/ID and accompanying documentation. It is unfortunate that a PIO/P also has to be prepared since it appears to be redundant. However, it does not seem possible to avoid this under current AID Handbook 10 regulations. In any event, the burden for preparing the PIO/P is on USAID which has assigned a full-time training assistant to this task.

While the evaluation team did not interview participants or participant-candidates in this study, it appears that OTO features an "assembly line" process in which each division has its own responsibilities. The emphasis is on documentation and candidates are put through the various stages of the process with no single OTO officer providing overall support or guidance to the individual. OTO might consider a modification in its system which would assign a case worker to each candidate with whom he or she would relate throughout the entire training experience.

In the United States, participants have been trained in 143 fields of study in some 92 universities and related training institutions. While such a wide range of fields appears scattered and unfocused, a recent OTO analysis found that the fields of study really fell into the following ten disciplines: 1) Agricultural Economics; 2) Economics; 3) Education; 4) Engineering; 5) Environmental Studies; 6) Forestry and Natural Resource Management; 7) Mass Communication; 8) MBA; 9) Public Administration and Public Policy; and 10) Public Health.

Given these disciplines, the study classified universities into three qualitative levels of high, medium and low to be used as a guide in the placement process. Such analysis should prove helpful in streamlining placement which

in the past, at least at the University of Wisconsin/Madison, reportedly has employed somewhat of a "buckshot" approach. A similar analysis of U.S. training resources to meet short-term training needs would also be useful.

Recently, OTO has become more directly involved in the academic placement process. In September 1987, it was discovered that a backlog of OTO/IDs on some 80 participants had built up in Madison and that an additional 90 academic participants, whose files were still in Jakarta, had completed EAP-2 and were ready for placement.

While there undoubtedly were mitigating circumstances, it appears that the Madison support office was primarily the cause of the backlog. This was reportedly due to limited staffing and apparent failure to keep OTO fully informed of the placement status. Over the past several months, this backlog has been reduced to less than fifty participants. However, many of these candidates have been ready for placement for one to two years. With better monitoring on both sides, this situation would not have developed. Remedial action has recently been taken by MUCIA to clear up the backlog and, hopefully, all remaining eligible participants will be placed in time to enroll by the 1988 fall semester.

With regard to the additional 90 participants ready for placement, a "crash" OTO/MUCIA team effort has been launched. Representatives of MUCIA/Ohio State and HIID, who were in Jakarta mid-January 1988 for a project review meeting, agreed to each take home with them documentation on 25 participants to expedite placement; OTO's Division II agreed to place the remaining 40 candidates in U.S. universities directly from Jakarta. While OTO involvement in direct placement was not envisaged, the placement crisis that developed might well prove to be fortuitous. OTO will gain valuable first-hand experience in dealing with the U.S. university placement system, preparing for the day when they might assume greater responsibility for placement, either directly from Jakarta or through its own overseas support offices. As part of its efforts to meet the immediate placement crisis as well as to prepare for the long run, OTO plans to send at least two staff members to the U.S. to join MUCIA/Ohio State and HIID to assist in the placement process, as well as to obtain experience in monitoring student progress and problems. A third, more senior person might also be sent in the near future to orchestrate overall OTO interests in participant placement, counseling and monitoring services.

(2) Monitoring. During training, participants in the U.S. are monitored by MUCIA/HIID in accordance with their respective policies and procedures. Except for a one-day

site-visit to HIID, the evaluation team was not able to assess first-hand the effectiveness of their respective monitoring and counseling systems. From the perspective of OTO, both support offices have performed satisfactorily in the implementation process. However, the evaluation team suspects that the recent placement and funding crisis could have been avoided had a more effective monitoring system been in place.

Actual training costs have been exceeding estimates primarily because participant programs have been taking longer to complete than originally planned. Master degree students, who had been budgeted for 24 months to complete their training have been requiring 26 months. PhD candidates had been budgeted for 36 months, but are requiring 46 months. Because of these extended periods, substantial cost increases were being incurred without MUCIA/OTO/USAID recognition until last September when the new MUCIA representative at OTO discovered the mounting problem just in time to avert a substantial over-obligation of funds. As it is, barely enough funds remain in GPT-II to complete current obligations. The evaluation team understands that there is enough money left to complete the training costs of all participants currently in training in addition to the fifty participants in the Madison backlog and the 90 EAP-2 candidates described above, but that there are no funds remaining for new participants, short-term or academic, despite the fact that OTO is continuing to offer the TPA.

There is also a programmatic aspect to participant extensions. A review of a roster of all participants funded in whole or in part under GPT-II reveals some startling information. In earlier years, there were many cases of participants remaining in the United States for periods of five to eight years. Most of these prolonged extensions involved participants originally sponsored under other projects who were subsequently transferred to GPT-II. The record belongs to a Ministry of Public Works MS/PhD candidate in Regional Planning who was sponsored for 94 months of training. The costs for such prolonged periods were correspondingly very high. At least five participant programs cost more than \$100,000. The cost record is held by a 1984-89 BAPPENAS participant studying national resource management at an estimated cost of \$120,000.

While such excesses are no longer common, OTO should consider taking or reinforcing two steps to govern the length of training:

(a) Place limits on time a participant can remain in the United States: thirty-six months should be an outside limit for Masters Degrees and 48 months for PhDs.

(b) Participants should be restricted to either a Masters Degree or PhD and not be allowed to combine the two under one program. Obtaining two degrees appears to have been the major cause of prolonged training duration.

Exceptions to these policies should be fully justified and rare.

More careful screening is also needed with respect to the cost aspects of university placements, given the far-ranging differences in tuition fees. The roster reflects cases where estimated training costs run as high as \$3,300 per month in one institution and as low as \$1,200 per month in many others. OTO should undertake a comparative university tuition fee study in conjunction with the placement study referred to above.

OTO should fully investigate the possibilities of its PhD candidates (and possibly some of its Master's) undertaking their dissertation research in-country. This would not only reduce the length and cost of the participants' U.S. training, but would improve the relevance and utility of their academic experience.

In October 1985, OTO installed a computerized Participant Data Management System (PDMS) to provide ready information on participants on a regular and ad hoc basis. While the basic program is in place and provides useful data on participants prior to departure, during training and upon return, it is limited to such basic information as the participants sponsoring department, period and field of training, etc. It is not useful in monitoring a participant's progress and problems during training. While the PDMS can accommodate the addition of such data as periodic grade reports and requests for program changes, OTO does not have trained staff to utilize the PDMS in this fashion. Participant issues requiring GOI attention during the training period are handled by the more traditional means of telex, facsimile and letter correspondence. OTO processes requests for routine extensions (e.g., three extra months to complete a thesis) with the concerned departments and generally is able to complete necessary action within a reasonable time.

f. Re-Entry and Follow-up. The re-entry and follow-up components of the training cycle have not been given much

attention, given OTO's preoccupation with the preparation and implementation stages. However, over 300 technical and academic participants have now returned from OTO-managed training. Yet, there is no system or standard procedure for reintegrating participants upon their return, or for tracking their post-training status.

The GOI has a general policy regarding the reintegration of sponsored trainees into government jobs upon their return. Accordingly, all overseas participants are required to sign an agreement with the Secretariat Cabinet (SEKKAB) that they will return to government service for twice the length of training. They are also obliged to submit a report to SEKKAB three months after their return summarizing their training experience. In an effort to obtain more immediate feedback on participants' training experiences, OTO has developed a brief questionnaire for short-term trainees. However, a formal debriefing with returning participants is problematic, largely due to logistical difficulties of having returnees visit OTO upon their return. After having been away from their family and friends for such a long time, participants wish to return home directly, and OTO is not in a position to pay their travel costs for a debriefing.

Also, no provision is made in the current structure of the PDMS for tracking the post-training job status and performance of returnees. The PDMS Alumni file only includes data fields for name and ID, date returned, sponsoring employer, support office, training institution, study period, and field of study. An Advisory Committee/Working Group has recently been set up to examine re-entry and follow-up focused on three discrete areas: Personal re-adjustment, use of knowledge gained from the training, and the adaptation of the knowledge and skills learned to the practical conditions of the work environment.

OTO expects to gain a better understanding of the re-entry process from an evaluation of the impact of overseas training currently being planned by OTO with AID support. This "Impact Evaluation" intends to deal analytically with the benefits of overseas graduate training to individuals and employing organizations through an examination of returnees' career development, professional networks, training utilization and other issues. Interviews with several hundred AID-sponsored returnees will provide the basis for this year-long study. A local contractor to implement the survey has been identified, but contract negotiations are still in process. The proposed scope of work indicates that this study is designed to examine AID-sponsored training in general, and is not specifically geared to GPT-II or OTO-managed participants.

Given the broad scope of the impact evaluation and the length of time before the study will be completed, OTO may want to carry out its own follow-up study of OTO participants for more immediate

feedback on its implementation procedures, especially regarding the ELT and COPE programs, placement and monitoring mechanisms, and common re-adjustment problems. While the impact evaluation will provide an historical record of the training experience of AID-funded participants and offer valuable analysis, a more practical assessment of OTO-managed training would be of more immediate value for improving all aspect of OTO's participant training activities including re-entry and follow-up programs. OTO might want to consider the proposed follow-up plan attached in Appendix D.

### C. OTO's Relationship with Other Institutions

As discussed above, it was intended that OTO become a national coordinating mechanism for overseas training, offering policy guidance and services to other GOI ministries, donor agencies and nongovernmental organizations, in addition to managing specific training projects. OTO is working on improving its ability to provide assistance to other agencies with overseas training projects in the following areas:

- manpower training needs analyses;
- development of training plans;
- selection of candidates;
- pre-departure preparation (foreign language training, academic preparation, and cross-cultural orientation);
- placement in institutions abroad;
- financial support and academic monitoring during training;
- re-entry to Indonesia; and
- evaluation of the training experience.

#### 1. GOI Agencies

A number of GOI agencies have well-developed overseas training programs that are administered within their own organizations. While it appears that there is some duplication of effort in this regard, the agencies involved believe that the size and the project-related focus of their operations and close relations within their respective departments require that training be handled internally, and not be serviced through OTO. The following programs have instituted parallel implementation systems to that developed by OTO:

- BPPT Overseas Fellowship Program. Funded by the World Bank, more than 1,300 Indonesians are receiving graduate training in science and technology fields for the purpose of strengthening a selected number of Indonesian research centers. The BPPT project has 60-70 staff members working on the implementation of this large fellowship program, and

systems are in place for participant selection, language training and orientation, and re-entry. IIE has been contracted with for placement and monitoring in the United States as have other contractors for placements in other countries. An innovative arrangement has also been made for paying support costs directly to participants by electronic transfer to their banks in the United States.

- Ministry of Education and Culture. The World Bank and Asian Development Bank have provided the MOE with approximately \$100 million annually for assistance in secondary education, teacher education, vocational/technical education, higher education, and curriculum development. The Ministry has devised its own selection and implementation procedures, and employs institutional contractors in many cases to handle the hundreds of students involved. Of note is the World Bank 17 project which involves developing a number of research institutes at selected universities. MUCIA is the institutional contractor for this project and is developing procedures and materials for implementing the training component, including a recently-produced videotape intended for use in a pre-departure orientation program. Despite some duplication of efforts, there is coordination with OTO staff which sits on the project's advisory board.
- National Family Planning Coordinating Board (BKKBN). Approximately 100 candidates are selected and processed annually for family planning training in twelve selected Schools of Public Health in the United States. The project staff does not use an institutional contractor in the U.S. or Jakarta to implement training activities. This is possible primarily because of the limited field of training and institutions involved. All language training, orientation, placement and monitoring is done by project staff in Jakarta. They have developed an impressive orientation package, covering the administrative details of the program, which may prove to be a useful model for the practical dos and don'ts of an OTO administrative orientation program.
- Ministry of Finance. World Bank funds support a Multi-Bank training project which is internally managed and implemented through HIID. Because of the focused nature of the training and an established relationship with HIID, OTO services have not been considered necessary. It was also learned that an orientation program is being developed, independent of OTO, based on the COPE concept. However, this project contracted with several COPE Working Group members to provide a cultural orientation for wives of Bank trainees. Further, a substantial number of Ministry of Finance participants have been absorbed into GPT-II without being processed through OTO.

Discussions with other GOI ministries (e.g., Health, Public Works and Agriculture) revealed that OTO services are not widely used by them beyond the current GPT-II project. Indeed, little was known about what services or advice OTO could actually provide, although there seems to be interest on the part of some GOI departments in using selected elements of OTO's services, especially the TPA, ELT, and COPE. It was apparent that better communication is needed between OTO and GOI ministries regarding the role of OTO in assisting GOI departments with their training activities.

## 2. Donor Agencies

Besides GPT-II, OTO is also implementing a World Bank-financed project, and negotiations are being finalized with the Canadian International Development Agency (CIDA) for housing a general training project involving several CIDA advisors. OTO also is administering a grant from the Netherlands to process undergraduate scholarships, involving selection using a modified TPA, language training, orientation and monitoring in cooperation with Erasmus Huis.

Some of OTO's attraction to donors as an umbrella organization include facilities, access to policy-makers, and such coordinating services as the administration of the TPA, foreign language training, and orientation. Although not fully developed, OTO's monitoring, re-entry and follow-up systems will hopefully be regarded as useful services by donor agencies. OTO intends to explore what further coordinating functions donors might find useful through periodic donor meetings. Only one meeting has been convened to date.

However, as with some GOI agencies, donors have their own systems in place for processing sponsored trainees, either through their own agency network or through other institutional arrangements. For example, the British Council has a sophisticated and extensive network for placing and monitoring students. Their language center, which is under contract with OTO, speaks for itself in terms of providing language training and orientation to study in Britain. The Australians also have well-developed implementation procedures for placing, monitoring, and preparing Indonesians for training in Australia--their language center is also under contract with OTO. Although some use was made by the Dutch of OTO's selection and orientation services, they too have institutional affiliations with a university association in the Netherlands for placement and monitoring, and use Erasmus Huis for language training and preparation.

Discussion with selected donor representatives generally revealed a reluctance on their part to hand over the processing of sponsored students to OTO for the same reasons expressed by GOI officials. However, interest was expressed in using OTO's

information and other services as appropriate. For example, the Australians were surprised to learn that a pool of candidates exists based on the submission of training plans by GOI departments and the administration of the TPA. They are currently recruiting about 200 candidates for graduate study in Australia, and are soliciting nominations from 24 GOI departments. Australian officials were very interested in tapping into this pool. The Ford Foundation also expressed interest in using OTO for processing fellowship recipients, although mechanisms for handling individuals have not yet been worked out (i.e., fee for service). Donors seem to be more interested in using OTO as a planning resource. The idea of maintaining a centralized database on all sponsored trainees appealed to donors. They were especially supportive of this function, inasmuch as such information would be extremely useful in their efforts to coordinate training offers.

Another constraint to the use of OTO by donors, as well as GOI agencies, is the distinction between project-related and general training. The reluctance to use OTO for project-related training is understandable, given that training funds generally are part of a broader project package and are not easily separable. More importantly, the TPA in many instances would not be appropriate for selecting project-related candidates, given that they are already working on the project and should be sponsored because of their project affiliation whether or not they pass the TPA. Much of donor training, especially World Bank projects, tends to be project-related.

It was clear through the discussions with GOI officials and donor representatives that OTO can provide valuable services, especially as a centralized clearinghouse for overseas training. However, OTO needs to clarify the nature of its role, its services, and the mechanisms for serving the training needs of other agencies. In short, the availability of services to donors, ministries, and NGOs must first be clearly identified by OTO and then be "marketed" to a far greater extent. As discussed above, OTO has only recently been in a position to extend its services to others.

### 3. Private Sector

Under GPT-II the definition of the private sector has been limited to private universities and not-for-profit, non-governmental organizations (NGOs).

- Private Universities. While there has been considerably more progress in the private university area than with NGOs, the "set aside" target has not been met. There are 14 private university candidates currently in academic training and 22 in the process of being placed. OTO plans to meet

this shortfall in the private sector training "set-aside" by substantially increasing the number of private university candidates. USAID plans to use a P.I.L. to reserve funds for the remaining \$61,400 earmarked for the non-government "set-asides".

• NGOs. OTO involvement with NGOs, hereafter referred to as Lembaga Swadaya Masyarakat (LSM), began primarily in October 1986 after high level urging by USAID. The most significant result was the development of a mechanism to nominate LSM candidates for training. OTO selected 13 LSMs, referred to as the LSM Forum, to provide policy recommendations to the OTO on selection, and to act as a bridge to the larger LSM community.

While this is a breakthrough, the original target of 30 percent private sector trainees (approximately \$3,000,000 in the original project paper) is far from being met despite the relative success with private university participants. The NGO Working Group has identified several constraints to the recruitment of LSM participants. Most LSM candidates are not available for graduate academic training because they cannot be away from their organizations for extended periods. Another problem for many is the lack of academic preparation and English language ability. While short-term training may be more appropriate for LSMs, it is sometimes difficult to find available courses that are useful for the participants. Also, English language training may not always be cost-effective for short-term participants.

OTO is considering internships or apprenticeships with other LSMs in the U.S. or ASEAN countries for periods of five to six months as the most effective training mechanism. Another consideration is to provide in-country training for LSMs, i.e., bring training courses to Indonesia to be taught in Bahasa Indonesia.

### III. INSTITUTIONALIZATION

#### A. Several Perspectives

Through one lens of viewing the institutionalization of various OTO services, a strong case can be made for its impressive accomplishments in a few short years. Witness the broad acceptance of the OTO-designed TPA and ELT process. Lesser but still significant credence has been granted to the OTO training plan and COPE initiatives. It can also be reasonably argued that the OTO staff under the strong leadership of Pak Mursjid, thin as it is, has developed into a functioning overseas training mechanism with a unique organizational strategy, emphasizing its divisional, working group, standing committee and task force structure. That OTO is competently managing the Indonesia-based functions of a major overseas training program is no small accomplishment, given the fact that none of these initiatives or functions existed prior to mid-1984.

Through another lens looking at OTO's legal status, its bureaucratic location and mandate, its personal strength and operating budget, it is a non-entity. OTO is akin to cotton candy: it tastes good but there is little substance to it. It possesses no formal organizational characteristics: its personnel are borrowed from BAPPENAS; its mandate derives from MENPAN through NSCOT; and its operating funds come from USAID, the World Bank and, hopefully, Canada in the near future. OTO is an orchid clinging to a GOI/Donor tree that could reject it at any time. It clearly needs to establish its own roots in the bureaucratic firmament.

A third approach for assessing the degree to which NSCOT/OTO has become "institutionalized" is to review the four major purposes for which it was established in 1984. These comprise:

1. the formulation of national policies on overseas training;
2. the provision of guidance on training priorities and needs to international and bilateral funding agencies;
3. the provision of assistance to national development agencies in defining and achieving their overseas training objectives; and
4. the implementation of overseas training programs.

While the first three purposes primarily rest with NSCOT, it has assigned to OTO the staff functions of carrying them out. Although it has made some progress in the first two items above, i.e., TPA, ELT, and departmental training plans, OTO has the most to show for its efforts in item 4. This is primarily due to OTO's urgent need to implement GPT-II which has left little time for the other three areas, except as they relate to GPT-II.

OTO's present staff of 24 (which is being augmented by the addition of five new members) is barely able to provide basic GPT-II processing services. Virtually no staff time remains for OTO to become involved in such activities as improving pre-departure orientation, evaluating participant files, improving participant monitoring, augmenting the use of the PDMS, increasing direct U.S. placement capabilities, and implementing re-entry and follow-up programs. Any progress made in the other three areas cited above is due to the efforts of the ad hoc Working Groups which were set up to develop new initiatives and to disband when their mandated activities reached the implementation stage.

Assuming that OTO continues to implement general training programs on the scale of GPT-II, it will need considerably larger staff if it is to address the first three NSCOT/OTO functions in addition to fulfilling its implementation responsibilities.

There is also a need to determine the most cost-effective way for OTO to provide placement support and monitoring services for students in the country of training, particularly in the United States following the June 1989 termination of the MUCIA contract. (Refer below to C. Future Options for OTO for a discussion of this subject.)

#### B. External Technical Assistance

With respect to the future role of external technical assistance, it is our view, as well as that of OTO and MUCIA/HIID, that long-term technical assistance in the institutional sense will not be needed in Jakarta after June 1989. Locally-hired specialists such as those currently working on placement and ELT should continue as OTO employees. Similar personnel from other donor countries should be hired as OTO takes on additional general or sectoral training programs. Such employees bring with them donor country knowledge and expertise generally not available among Indonesians, and their presence contributes toward OTO's objective of becoming a multi-faceted international training center. The need will also continue for highly specialized expatriate personnel on short assignments to undertake special studies at the behest of OTO.

#### C. Composite Judgment

The above-stated accomplishments of OTO justify its formalization and establishment as a permanent Indonesian entity, with one caveat: The GOI has not yet committed substantial sums of its own budgetary resources (notwithstanding concessional development loans). The acid test would come if donor funds were no longer available. What then would be the extent of GOI

commitment to OTO and overseas training in general? This question cannot be answered at the moment; indeed, it may never have to be, given the strong interests of bilateral and multilateral development agencies in Indonesia.

The issues of when OTO should become "legal," where it should be located, how it should be organized and staffed, and what role it should play have been deliberated for several years. While there are many informed viewpoints on these matters, in the final analysis the GOI will decide as it sees best. It is evident that no decision will be taken before the next cabinet realignment which is scheduled for March. Individual personalities play a major role in organizational decisions in Indonesia and may well be the determining factor in OTO's eventual fate.

It is remarkable that OTO has functioned as well as it has in the absence of a legal structure. However, the past three years have been a testing period, and only recently has it become evident to the GOI and to most donors that OTO is quite likely here to stay. Now is the propitious time for the GOI to mark this recognition by taking formal steps to establish OTO as a continuing institution.

#### IV. FUTURE OPTIONS

##### A. OTO

Assuming that the GOI intends to "legitimize" OTO sometime in the near future, there are several institutional forms it could take. While external donor financial support is expected to continue, the following comments are based on the assumption that a permanent GOI overseas training institution is needed under any circumstances. This presupposes that one way or another the GOI will ensure that sufficient resources are available to maintain a flow of overseas students. There are at least four options for GOI considerations:

- Be integrated into an existing ministry. The most obvious include BAPPENAS and MENPAN, both of which provide related services to other GOI agencies. Placing OTO in either of these agencies has certain benefits and drawbacks. For example, BAPPENAS provides a level of influence and prestige which has doubtless been a major factor in OTO's success to date. On the other hand, because of BAPPENAS' high-level coordination and planning role, some agencies may fear OTO would attempt to gain control of their training programs rather than remain a provider of services if it were formally located in BAPPENAS, yet this has not happened under the current ad hoc arrangements. In MENPAN, some of the same fears might exist.
- OTO might contract with local private companies for all of its implementation functions, including the placement, monitoring, and support of participants in training. This option would combine GOI support with the advantages of a Yayasan but would not contribute to strengthening OTO's training capabilities.
- Become a Lembaga responsible to the Government through MENPAN or BAPPENAS or similar to LAN and LIPI. This option has the advantage of providing more flexibility but might tend to distance OTO from the power base it needs to effectively fulfill its mandate.
- Be established as a Yayasan with GOI funding, or with combined donor and GOI funding. The Center for Policy and Implementation Studies (CPIS) was recently established in this fashion and reportedly will be able to accept contracts directly from donors as well as the GOI. This option should provide the critical advantage of being able to pay high enough salaries to attract quality personnel, an ingredient lacking in both the other forms. The major drawback, however, is whether a private organization could effectively

carry out OTO's mandate which is largely dependent on the cooperation and participation of the public service.

The issue of how OTO should provide the most cost-effective placement, support and monitoring services for students in the United States (or other country of training) also needs attention, particularly in view of the imminent termination of the current U.S. support contractor (i.e., MUCIA/HIID).

As in the case of OTO/Jakarta, there are several options available:

- Establish an OTO support office in the United States (and other receiving countries if there are sufficient numbers of students);
- Continue to rely exclusively on institutional contractors such as MUCIA/HIID to provide participant placement, support and monitoring services;
- Utilize Partners for International Education and Training (PIET) through the established AID/OIT PIO/P process; or
- Develop a combination of the first two options where OTO staff could be assigned to a U.S. contracting organization which would operate on a collaborative, partnership basis with OTO.

OTO has been assessing these options for some time. A study team headed by Pak Mursjid traveled to the U.S. last August to make a first-hand assessment. After visiting a variety of U.S. training contractors across the country and student departments of several foreign embassies in Washington, D.C., the team concluded that, for at least the next several years, it would be unwise from either a cost or a programmatic standpoint for OTO to open its own office in the U.S. Rather, it favors the last option under which OTO staff would become gradually involved in managing participants while working out of a contractor's office. For example, an OTO staff member might be assigned as the deputy project manager in charge of OTO operations. Such an arrangement probably would work best with a relatively small, flexible U.S. firm if OTO is to retain its identity. As experience is gained, OTO staff would assume more functions, perhaps to the point where they might take over operational responsibility, similar to the evolution of institutional development of OTO in Jakarta.

In addition to where OTO should be located, the question of adequate budget and staff to carry out its responsibilities must be addressed. At present, it is in need of a Deputy Director and at least four additional full-time, mid-level professional staff, one for each of its four operating divisions. The GOI must

provide both personnel ceilings and funds to cover these positions.

It would be presumptuous on our part to indicate to the GOI which institutional form OTO should take either in Jakarta or abroad. Local officials are far better prepared to make such decisions. Indeed, we consider that our credibility is being pushed to the limit merely by indicating the above options although most of them derived from discussions with GOI and USAID officials. There may well be other forms better tailored to Indonesian bureaucratic and social nuances. The most useful suggestion we can make is to reinforce the efforts of USAID and OTO to encourage the GOI to take appropriate action to "institutionalize" OTO at the earliest possible time.

B. USAID

USAID also has several options as it faces the post GPT-II era, the most obvious of which are the following:

1. Short-Term (1988-1990):

- Discontinue assistance to OTO. While USAID clearly has no continuing obligation to support OTO, this option is not considered appropriate given the fact that institutional objectives are gradually being achieved. Termination of USAID assistance at this juncture, without major support from other donors which is not yet evident, would be devastating to OTO.

(If USAID decides to not provide additional funds, the best course of action to complete the current program probably would be to transfer residual stateside support services to Partners for International Education and Training (PIET) which could manage the phase-out of GPT-II without the need for advertising and competing a new contract. This comment is based on our understanding that no additional funds can be placed in the existing MUCIA/HIID contract.)

- Continue assistance to OTO with additional GPT-II funds. If USAID decides to continue to support OTO, the most efficient way to do this would be through a further amendment of GPT-II, assuming additional funds were available and necessary approvals can be obtained in Jakarta and Washington exceeding the \$30 million LOP funding level. New funds would allow OTO to continue to grow and gain stature within the GOI and with foreign donors. Keeping the "pipeline" open would provide overseas training opportunities for at least a portion of eligible candidates who are being generated by the current TPA/ELT process and not dismantle pre-departure activities.

• Continue assistance to OTO but make certain changes in project focus and strategies. USAID might wish to make several changes in GPT-II if it decides to continue providing funds to OTO over the next several years. For example, fields of training could be more closely aligned to the CDSS and existing "set-aside" mechanisms could be strengthened to provide USAID with the flexibility to utilize a portion of GPT-II funds in areas it considers important that might not otherwise be met by the project. The "set-aside" could cover USAID's growing interest in such areas as resource management and environment, as well as provide benchmarks for participation of women, the private sector and placements in historically Black Colleges and Universities in the U.S.

USAID might also consider transferring new USAID project-related participant training to OTO for processing in whole or in part (e.g., ELT, pre-departure preparations, monitoring, etc.). A mechanism would need to be established for USAID to transfer project funds to OTO in order to reimburse them for their services. There probably would be little gained from transferring participant responsibilities in on-going projects unless the existing arrangement is not working well.

• Fully integrate USAID training operations into OTO. This option would entail transferring all of USAID's participant training activities and staff to OTO, similar to the pattern followed by USAID/Bangkok and DTEC. This option appears attractive and was in the minds of some of the GPT-II project designers. However, there are several major constraints to its implementation. The participant training element in major projects is being carried out in most cases in close coordination with concerned GOI ministries and institutional contractors. As discussed earlier, OTO appears best suited to handle general and sectoral training programs. While it likely could absorb a modest number of project-related participants from USAID, there is little evidence that the management of large scale project training would be improved by transferring it to OTO. In any event, it would appear disruptive to USAID and to OTO to attempt any major integration of training services over the next year or so, given the formative state of OTO's institutionalization and its limited absorptive capacity.

Under GPT-II, USAID took a deliberate "hands-off" attitude in the interests of giving full reign to the institutionalization of OTO. In the event that USAID remains the principal donor-funding agency, it may well consider it necessary to insist that OTO undertake measures in such areas as focus of training, and legalization and staffing of OTO. If this proves to be the case, the evaluation team urges that any conditions imposed by USAID do

not impinge on the progress OTO has made in becoming an indigenous, relatively autonomous training organization.

2. Long-Term (post-1990):

- o As in the case of the short-term, USAID could decide not to provide any further funds for general participant training or to OTO.

- o A new general training project could be developed which would be based on the experiences and "lessons learned" from GPT-II. This would appear to be the more appropriate time to address such issues as greater program focus and possible expansion of OTO services within USAID beyond GPT-II participants. We understand that USAID plans to undertake a training needs assessment in the near future which will provide not only immediate guidance but should serve as the basis for determining priority training areas over the long term.

If USAID provides interim funding over the next several years to support OTO's operations, there will be ample time to develop an appropriate new project that would build upon and reinforce USAID's substantial investment in GPT-II, as well as foster the continued growth and development of OTO as an Indonesian national overseas training institution.

## V. RECOMMENDATIONS

### A. For GOI Consideration

• Institutionalization of OTO as a formal GOI unit. A permanent office should be established in Jakarta with its own budget and staff. This measure will not only assist OTO in obtaining recognition from GOI Ministries with parallel programs, but will also encourage other donors to cooperate more fully with OTO. We understand that a serious effort will be made to achieve official status after the new Cabinet is appointed in March 1988.

• OTO might utilize local contractors for implementation. A study should be made to determine if OTO, once formalized in GOI, should hire local contractors to implement some or all of its various services including the actual placement, monitoring and support of participants in training.

• Staffing must continue to be upgraded. A full-time Deputy Director of OTO should be appointed to manage day-to-day operational matters. The Director of OTO is a very senior official whose heavy BAPPENAS workload prevents his involvement in all OTO matters requiring attention. The current OTO staff has some outstanding personnel at the senior and junior levels but lacks mid-level strength at the Deputy Division Head level. Recruitment to fill such positions should begin as soon as its legal status and budget are authorized.

• OTO needs continued credibility. OTO should probably remain in organizational association with BAPPENAS to provide it with a national perspective on training needs as well as access to available resources.

• Training plans need strengthening. OTO Division I should conduct additional workshops on the preparation of departmental training plans, with the goal of obtaining completed plans from all GOI ministries and agencies, as well as private universities and NGOs involved in general participant training. Academic participants tend to be concentrated in a handful of ministries: two ministries have sponsored 50 percent of the total. In addition, more research is needed on the actual purpose of and benefits gained from these plans. NSCOT support will be needed to ensure success of these efforts.

• Selection procedures need review. NSCOT/OTO should ensure that no future participants are selected outside the established selection process (except for any mutually agreed "set-asides"). The Division II Standing Committee on Participant Selection should continue to refine the TPA. Research should be undertaken to determine if different testing instruments are needed in technical areas such as engineering. Division II

should circulate lists of potential candidates who have passed the TPA and pre-TOEFL to various donors if OTO does not have sufficient training funds of its own to finance overseas training. NSCOT also should take steps to harmonize the TPA process with available overseas training opportunities. There may also be areas where the TPA is not appropriate, especially for project-related training.

- Pre-departure orientation. OTO's overall orientation program needs further development with a more practical focus. COPE may need to be modified to meet the needs of different participant groups, e.g. short-term participants. In addition, pre-departure orientation should include briefing on administrative details, technical information, and culture-specific materials. A reference package or booklet should be developed to cover each of these areas.

- Monitoring. OTO must carefully monitor the status of participants in training to ensure that neither cost nor duration of training overruns develop. Participants should be restricted to one degree with a fixed time frame.

- Re-entry and follow-up. OTO should follow-up the post-training status of the 340 returned trainees using a pilot questionnaire to identify any problem areas in relation to implementation procedures, training quality, and utilization of training. This exercise will expedite the development of a re-entry program, as well as update and refine the PDMS Alumni File. Although the results of a currently-planned impact evaluation of overseas training quite possibly will provide valuable insights, OTO should not wait for the completion of this study before developing a re-entry and follow-up program.

- OTO needs to improve its outreach. More effective communication is needed with a greater range of GOI departments, agencies and lembagas, as well as private sector organizations such as yayasans and other donors. Brochures should be developed on OTO services and widely disseminated clearly explaining OTO services, especially its ELT, TPA and COPE programs.

- OTO should be empowered to accept fees. Once OTO is "legalized," a means should be found to enable it to charge, and hopefully retain, user fees for such services as TPA, ELT and COPE, as well as for overall participant placement and management functions. Income generated from such fees would bolster OTO's budget and enhance its ability to offer such services upon request.

- OTO should serve as an information clearinghouse on overseas training. OTO should maintain a database on all sponsored trainees for monitoring and planning purposes. The

database could be used for a wide range of analysis, including manpower planning, as well as implementation and impact issues.

B. For USAID Consideration

• USAID needs to address its future general training and OTO strategy from both a short- and long-term perspective. This dual need has been caused by the recently discovered shortfall in remaining GPT-II funds which, if not ameliorated, will bring about a premature halt to programming new participants. While OTO is searching for other sources of financial support, it is unlikely that anything substantial will develop over the next year or two.

Short-Term (1988-90):

• USAID should continue funding GPT-II until the end of the project. Additional funds are necessary to provide support for OTO to continue operations even at a minimum level. What should be considered "minimum" is conjectural, but the evaluation team recommends that a level of funds sufficient to cover the direct and support costs of at least 100 new academic and 50 or more short-term participants a year would meet this objective. The need is urgent inasmuch as no funds exist to incur expenses in relation to any new participants.

• A U.S. institutional contractor should be engaged to provide continuing training support services in the United States over the next several years, commencing as soon as the RFP and contracting process permits. Sufficient funds also will be needed for a) local employment of the U.S. ELT and placement specialists; b) short-term consultations of U.S. specialists; c) local support costs for ELT, COPE and TPA; and d) OTO staff assigned to an office in the United States to assist the U.S. contractor in placement, monitoring and general support activities. It is understood that some GPT-II funds may be available to apply to the cost of these services. Any additional amounts will need to be funded under the proposed GPT-II amendment.

• USAID should consider modest "set-asides" in the GPT-II amendment to ensure that it has access to training funds in pursuit of its own interests in such areas as natural resources and environment. USAID should also consider a similar "set-aside" for the not-for-profit private sector, women and placement of participants in HBCUs if OTO is not able to make adequate progress in these areas. Further, USAID should reinforce the concept that training funds be used in pursuit of national human resource development priorities.

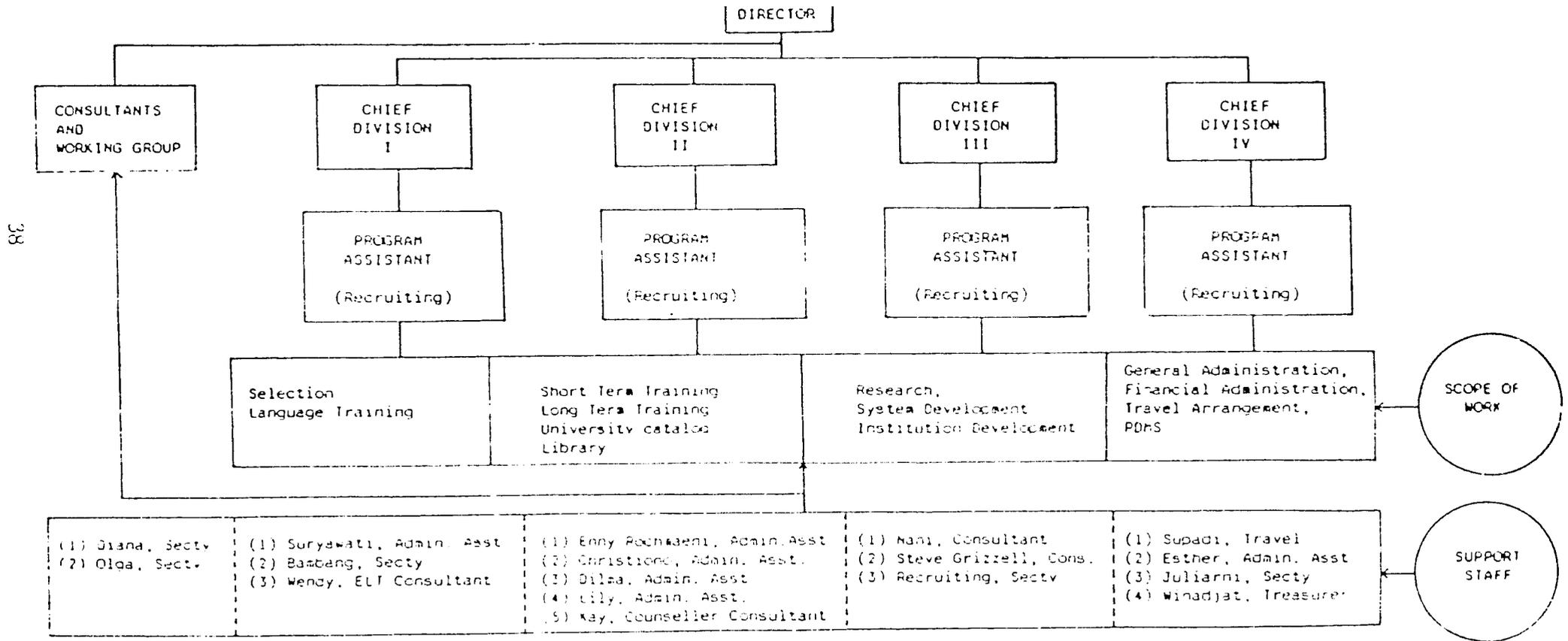
Long-Term (post 1990):

• USAID is planning to develop a new general training project which is presently at the concept paper stage. USAID is encouraged to initiate action on the PID at the earliest possible time, given the long gestation period from concept to implementation.

• In this proposed new project, greater emphasis should be placed on such issues as improved training focus, closer alignment to the CDSS, and more effective "set-asides" for the private sector, women, HBCUs and other target groups, inasmuch as the institutional objective of GPT-11 will have been met.

Appendix A

OVERSEAS TRAINING OFFICE



APPENDIX B  
PERSONS INTERVIEWED

Interviews with USAID

Mr. James Anderson	Deputy Director
Mr. Cameron Bonner	Education & Human Resources
Ms. Margaret Bonner	Program & Project Support
Ms. Andra Corrothers	Volunteer and Humanitarian Program
Mr. William Douglas	Agriculture & Rural Development
Mr. Donald Foster-Gross	USAID GPT-II Project Officer, EHR/T
Mr. David Merrill	Director
Mr. David Nelson	Voluntary & Humanitarian Program
Mr. Indra Notohadinegoro	Training Division, EHR/T
Mr. Armand Saleh	Training Division, EHR/T
Ms. Titiek Soebardi	Training Division, EHR/T
Mr. Johannes Soebroto	Training Officer, EHR/T
Ms. Sally Tjitroprajitno	Training Division, EHR/T
Dr. E. Voulgaropoulos	Population and Health

Interviews with Donor Agencies

Dr. Blackwell	British Council
Mr. Tony Crocker	English Language Office British Council

Mr. Emil Baron and Ms. Wendy Lawrence	Canadian Embassy
Mr. Alan Feinstein	The Ford Foundation
Dr. Norman Goodman	I.I.E.
Mr. John Nation and Ms. Debora Jones	Australian Embassy
Dr. Hans Wesseling	Dutch Embassy
Mr. Manual Zenick	World Bank

Interviews with GOI Officials

Prof. Bintoro Tjokroamidjojo, MA	Chairman, Institute for State Administration
Mrs. Lamtiur Panggabean, SH MPIA	First Assistant to the Minister of State for Administrative Reform
Drs. Saadillah Mursjid, MPA	Deputy Chairman, National Development Planning Agency
Moh. Widodo Gondowardojo, SH	Technical Assistant (Cooperation) Cabinet Secretariate
Dr. Dono Iskandar Djojosebroto	Department of Finance
Drs. Kunarjo, MA	Head of Bureau of Budgeting National Development Planning Agency
Prof. Sidharta Pramoetadi	Ministry of Education
Ir. Sahardja Tjakradipura	Head of Training Center Ministry of Public Works
Dr. Ir. Wardiman Djojonegoro	Deputy Chairman of BPPT Ministry of Science and Technology
Mr. Nugroho Imam Santoso	Head of Medical Training Center Ministry of Health

Mr. Suharto

Secretary of Training  
Center  
Ministry of Agriculture

Interviews with OTO, MUCIA and HIID

Pak Mursjid

Director OTO and Deputy  
Chairman, BAPPENAS

Drs. Affan Hasan

Head Division I, OTO

Mr. Soepangkat

Head Division II, OTO

Drs. Benny Hoed

Head Division III, OTO

Drs. S. Hasyim

Secretary of OTO and Head  
Division IV, OTO

Dra. Suryawati Muchdi

Division I, OTO

Dra. Nani Nurrachman

Division III, OTO

Ms. Wendy Gaylord

MUCIA Advisor for ELT

Ms. Kay Ikranegara

MUCIA Advisor for Academic  
Counseling

Mr. A. Latif, MA

ELT Consultant

Prof. Saparinah Sadli

Chairperson, COPE Working  
Group

Prof. S. Sumadi

TPA Consultant

Mr. Christiono Subroto

Division II, OTO

Dr. Lee Nehrt

Senior Advisor, MUCIA

Dr. Theodore Thomas

Senior Advisor, IPA

Mr. Courtney Nelson

MUCIA Consultant

Mr. Steve Grizzell

NGO Consultant

Mr. Thomas Skerry

Administrator, Training  
Projects, HIID

Mr. Richard Pagett	Associate Director for Special Programs, HIID
Dr. William Flynn	Executive Director, MUCIA
Dr. Donald McCloud	Associate Executive Director, MUCIA
Dr. Sherwood O. Berg	Former Chief of Party, MUCIA (telephone interview)
Ms. Janet Franke	Project Coordinator, MUCIA (telephone interview)
Dr. Merton Barry	Campus Coordinator, University of Wisconsin/Madison (telephone interview)
Mr. David Esch	Consultant, MUCIA
Mr. Donald Lippincott	Academic Counsellor, HIID
Ms. Caroline Abdulrazak	Placement, HIID

## Appendix C

### BIBLIOGRAPHY

- Barry, Prof. Merton R. Comments on the Report of the Working Group on Placement, Support and Monitoring. International Engineering Programs GPT-II Project, September 1987.
- Blair, John G. Handbook for Travelers in the U.S.A.
- Blase, Melvin G. Institution Building: A Source Book. MUCIA.
- Bryant, Coralie. Development Management & Institutional Development: Implications of Their Relationship. October 1985.
- Esch, David C.; Zainun, Dr. Buchari; Soerjono, Dr. Report on the Consultancy for the Development of Overseas Training Plans, March 1986.
- Craig, Robert L. Training and Development Handbook, A Guide to Human Resource Development.
- Gaylord, Wendy. ELT Professional Development Activities and Report on Teacher Exchange, 30 November to 4 December 1987, OTO December 1987.
- Gaylord, Wendy. Summary notes on U.S. Trip, OTO, December 1986.
- Gochenour, Theodore. End of Consultancy Report, The Experiment in International Living Member, PIET. January 1988.
- Hamijoyo, Dr. Santoso S., D'Agnes, Dr. Thomas R., Sudarman, Drs. Slamet. Developing Manpower for Indonesia's National Family Planning Program: BKKBN's Experience with Overseas Graduate Training 1983-1985. April 1986.
- Hoed, Benny and Grizzell, Steve. Report of Field Visit to LSM/LPSMs Central and East Java, December 14-16, 1987.
- Hutchel, Donna. Bound for America, A Pre-Departure Orientation Handbook. USIS, Washington, D.C.
- Koteen, Jack and Rizzo, E. Edward. Management Capacity of Host Country Institution, Guidelines for AID Appraisals.
- Larsen-Freeman, Diane. ELT Consultancy Report, January 1988
- Mursjid, Drs. S. The Committee Structure of the OTO, January 1988.

- Nehrt, Lee C. Letter to Janet Franke with enclosures, January 1988.
- Nelson, Courtney A. Development Discussion Papers, Binational Working Groups of the OTO: A Colloborative Form of Technical Assistance. HIID, October 1987.
- Nelson, Courtney. Joint Working Groups Activity. June 1987.
- Nelson, Courtney. Next Steps in Institutionalization, June 1987.
- Nelson, Courtney. Overseas Training Office (OTO), The, December 1985.
- Nelson, Courtney. OTO Term Paper, April 1986.
- Nelson, Courtney. Overview of the Evaluation, January 1988.
- Nelson, Courtney. Suggestions for Guidelines Revision, July 1985.
- Nelson, Courtney. Terms of Reference for New Contract. January 27, 1988.
- Reznich, Christopher B. Report of Partners in International Education and Training Consultation to USAID/Jakarta Training Office. The Experiment in International Living as part of PIET, December 1-22, 1987.
- Sukanto, Dr. and Gary Theisen, Dr. Follow-up Survey of Ford Foundation's Former Grant Recipients (Indonesia 1950-1980). Yogyakarta, July 1983.
- Suryabrata, Sumadi and Martono. Testing Activities in Four ASEAN Member Countries: A Comparative Study, OTO - BAPPENAS 1987.
- Suryabrata, Sumadi. Tes Potensi Akademik (Academic Aptitude Test), OTO - BAPPENAS 1987.
- Thomas, Ted. The OTO Project as "Institutionalization" or as "Implementation of Participant Training". October 1987.
- Tucker, G. Richard. Report of Consulting Services (July 16-28, 1986). Center for Applied Linguistics, August 1986.
- Wesseling, Drs. H.C. Academic Fellows/Position Paper.
- Zairin, Drs. Adjie Achmad; Suparyono, Estiko; Whitson, Terrence; Munthe, Martin. Orientation Packet for Long Term Overseas Training Participants 1987/1988, Sponsored by BKKBN/USAID Jakarta. National Family Planning Coordinating Board, 1987.

OTHER SOURCES:

Buku Pelengkap "PRA-COPE" Belajar Dalam Lingkungan Lintas Budaya Bagi Peserta Program EAP2 (Studying in a Cross-cultural Environment for EAP2 Students, Supplement to "PRA-COPE").  
Kelompok Kerja, COPE - BAPPENAS, Jakarta 1986.

Cross-Cultural Orientation for Participants Effectiveness.  
Kelompok Kerjaalintas Budaya, OTO-BAPPENAS 1987.

Developing Overseas Training for Indonesia, November 1987.

General Participant Training II, Project Paper, May 1983.

General Participant Training II, Project Authorization, May 1983.

General Participant Training II Project Contract between The Government of Indonesia represented by the Office of the Minister of State for Administrative Reform and The Midwest Universities for International Activities, Inc, June 1984.

General Participant Training II, 497-0328, Project Paper Amendment #1, September 1984.

General Participant Training II (GPT-II), Project Paper Amendment #2, April 1986.

General Participant Training II External Evaluation, Scope of Work, USAID/Indonesia, 1987.

Graduate School Placement, MUCIA Placement Office, OTO April 1986.

Grant Project Agreement (Short-form), Between the United States of America, acting through the Agency for International Development (AID) and The Republic of Indonesia.

Guidelines for the Organizing of the National Steering Committee on Overseas Training (PANRAH PBLN) and the Overseas Training Office (TIMIAK PBLN).

Housing and Housekeeping, Washington International Center - Meridian House International.

Indonesia, General Participant Training II: An Interim Report 1984-1987, MUCIA, Columbus, Ohio, October 1987.

Organizational Structure and Personnel Development for the Overseas Training Office, August 1986.

Overseas Training Office (OTO). MENPAN-MUCIA, June 1984.

Overseas Training Office, English Language Training Program,  
December 1987.

Overseas Training Office, Requirements for World Bank Support.

Overseas Training Office, Support Office Meeting Program,  
BAPPENAS (including various Financial Strategy Documents),  
January 1988.

Overseas Training Office, Implementation Document, Overseas  
Training Office, National Steering Committee for Overseas  
Training, October 1986 plus appendixes and various forms used in  
OTO's placement process.

Overseas Training Office, Program of Working Observations, BELT,  
EAP I, EAP II. The British Council English Language Centre,  
Jakarta, September 28 - October 1, 1987.

Overseas Fellowship Program, The. Building a Nation Through  
Human Resources. OFP Handbook (BPPT).

Pola Perencanaan Pendidikan dan Latihan di Luar Negeri, BAPPENAS,  
Overseas Training Office (OTO), November 1987.

Report on Activities of LSM (NGO) Working Group, October, 1986 -  
July 1987.

Study for Eight Projects' Participant Training Costs (Draft  
October 1987).

Winter Survival, Washington International Center - Meridian House  
International.

## Appendix D

### RETURNED PARTICIPANTS' FOLLOW-UP PLAN

#### 1. RE - ENTRY

Workshop organized three months after trainees' return to address professional and personal re-adaptation and re-adjustment to work environment.

#### 2. EVALUATION

a) Action: De-briefing interview with structured questionnaire after trainees have settled into job upon return (this can be conducted during the re-entry workshop).

Analysis : Assess trainees' perspectives on training quality (implementation and content) and identify any problems areas.

b) Action: Follow-up interview/survey with structured questionnaire one year after trainees' return (this can be done at the same time as the monitoring exercise to update trainees' location and job status).

Analysis : Assess longer-term impact of training on trainees' job performance (e.g., promotion pattern); training utilization (relevance and applicability of training); and transmission of training (multiplier effect).

#### 3. PROFESSIONAL DEVELOPMENT

Action: If interest is warranted, encourage association (either formal or informal) of alumni of overseas training programs with the following suggested activities:

- Alumni Newsletter
- Professional Subscription and Resource Library
- Social and recreational activities
- Technical conferences/workshops
- Research projects
- Professional linkages
- Orienting departing trainees.

GUIDELINES FOR FOLLOW-UP QUESTIONNAIRE  
(To be administered to participants by the AID Office  
within one year after return.)

Name of Participant \_\_\_\_\_  
Date of Return \_\_\_\_\_  
Program Attended \_\_\_\_\_

1. Have you changed job positions since returning from training? If so, does your current position have more, less or the same responsibility?
2. Is your present position in the same field for which you were trained under the AID program?
3. Overall, how satisfied are you now with your training experience?
4. To what extent are you now satisfied with the following aspects of your program?
  - a) content
  - b) technical level & program length
  - c) relevance to your work
  - d) applicability to home country conditions
  - e) competence of instructors
  - f) training resources (equipment, library)
  - g) practical experience
5. To what extent are the knowledge and skills learned in your training program useful in your job?
6. Which skills are the most useful?
7. Overall, how much do you think your training increase your professional competence?
8. Have you experienced any change in attitudes as a result of your training experience? If so, please describe:
9. Have you experienced problems in applying the knowledge and skills acquired in training in your present job? Please describe:
10. How successful have you been in introducing new ideas and/or changes in your job? If not, why?
11. As a result of your training, are you involved in the following activities more, less, or about the same (where

applicable):

- a) develop/revise policy
  - b) develop/revise operating procedures
  - c) participant in planning
  - d) develop new programs or services
  - e) develop educational or training materials
  - f) plan or coordinate workshops
  - g) publishing
12. Have you corresponded with your training institution or a professional contact made during training? If so, how frequently?
13. Are you in contact with other AID participant?
14. How much have you used each of the following methods to share knowledge from training with others?
- a) informational discussion
  - b) on-the-job training
  - c) formal presentations
  - d) exchange of training material
  - e) written reports
15. Have you had any of the following problems since returning from your training?
- a) finding a training-related position
  - b) adequate resources to carry out job duties
  - c) acceptance by colleagues and/or superiors
  - d) readjusting to your job
  - e) readjusting to lifestyle
  - f) readjusting to family
16. Are you a member of a professional association?
17. Do you receive professional publications?
18. Would you recommend this program to others of similar background?

-----  
Comments